# SECOND REGULAR SESSION HOUSE BILL NO. 1819

## 99TH GENERAL ASSEMBLY

INTRODUCED BY REPRESENTATIVE QUADE.

D. ADAM CRUMBLISS, Chief Clerk

### AN ACT

To repeal section 105.955, RSMo, sections 105.959 and 105.961 as enacted by senate bill no. 844, ninety-fifth general assembly, second regular session, section 105.959 as enacted by house bill no. 1900, ninety-third general assembly, second regular session, and section 105.961 as enacted by senate bill no. 16, eighty-ninth general assembly, first regular session, and to enact in lieu thereof three new sections relating to the ethics commission.

Be it enacted by the General Assembly of the state of Missouri, as follows:

Section A. Section 105.955, RSMo, sections 105.959 and 105.961 as enacted by senate
bill no. 844, ninety-fifth general assembly, second regular session, section 105.959 as enacted
by house bill no. 1900, ninety-third general assembly, second regular session, and section
105.961 as enacted by senate bill no. 16, eighty-ninth general assembly, first regular session, are
repealed and three new sections enacted in lieu thereof, to be known as sections 105.955,
105.959, and 105.961, to read as follows:
105.955. 1. A bipartisan "Missouri Ethics Commission", composed of six members, is

hereby established. The commission shall be assigned to the office of administration with 2 3 supervision by the office of administration only for budgeting and reporting as provided by 4 subdivisions (4) and (5) of subsection 6 of section 1 of the Reorganization Act of 1974. Supervision by the office of administration shall not extend to matters relating to policies, 5 regulative functions or appeals from decisions of the commission, and the commissioner of 6 administration, any employee of the office of administration, or the governor, either directly or 7 indirectly, shall not participate or interfere with the activities of the commission in any manner 8 9 not specifically provided by law and shall not in any manner interfere with the budget request of or withhold any moneys appropriated to the commission by the general assembly. All 10

EXPLANATION — Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended to be omitted from the law. Matter in **bold-face** type in the above bill is proposed language.

4538H.02I

members of the commission shall be appointed by the governor with the advice and consent of the senate from lists submitted pursuant to this section. Each congressional district committee of the political parties having the two highest number of votes cast for their candidate for governor at the last gubernatorial election shall submit two names of eligible nominees for membership on the commission to the governor, and the governor shall select six members from such nominees to serve on the commission.

17 2. Within thirty days of submission of the person's name to the governor as provided in 18 subsection 1 of this section, and in order to be an eligible nominee for appointment to the 19 commission, a person shall file a financial interest statement in the manner provided by section 20 105.485 and shall provide the governor, the president pro tempore of the senate, and the commission with a list of all political contributions and the name of the candidate or committee, 21 22 political party, or continuing committee, as defined in chapter 130, to which those contributions were made within the four-year period prior to such appointment, made by the nominee, the 23 24 nominee's spouse, or any business entity in which the nominee has a substantial interest. The 25 information shall be maintained by the commission and available for public inspection during 26 the period of time during which the appointee is a member of the commission. In order to be an 27 eligible nominee for membership on the commission, a person shall be a citizen and a resident of the state and shall have been a registered voter in the state for a period of at least five years 28 29 preceding the person's appointment.

30 3. The term of each member shall be for four years, except that of the members first 31 appointed, the governor shall select three members from even-numbered congressional districts 32 and three members from odd-numbered districts. Not more than three members of the 33 commission shall be members of the same political party, nor shall more than one member be 34 from any one United States congressional district. Not more than two members appointed from 35 the even-numbered congressional districts shall be members of the same political party, and no 36 more than two members from the odd-numbered congressional districts shall be members of the same political party. Of the members first appointed, the terms of the members appointed from 37 38 the odd-numbered congressional districts shall expire on March 15, 1994, and the terms of the 39 members appointed from the even-numbered congressional districts shall expire on March 15, 40 1996. Thereafter all successor members of the commission shall be appointed for four-year 41 terms. Terms of successor members of the commission shall expire on March fifteenth of the 42 fourth year of their term. No member of the commission shall serve on the commission after the 43 expiration of the member's term. No person shall be appointed to more than one full four-year term on the commission. 44

45 4. Vacancies or expired terms on the commission shall be filled in the same manner as 46 the original appointment was made, except as provided in this subsection. Within thirty days of

47 the vacancy or ninety days before the expiration of the term, the names of two eligible nominees 48 for membership on the commission shall be submitted to the governor by the congressional 49 district committees of the political party or parties of the vacating member or members, from the 50 even- or odd-numbered congressional districts, based on the residence of the vacating member or members, other than from the congressional district committees from districts then represented 51 52 on the commission and from the same congressional district party committee or committees 53 which originally appointed the member or members whose positions are vacated. Appointments 54 to fill vacancies or expired terms shall be made within forty-five days after the deadline for 55 submission of names by the congressional district committees, and shall be subject to the same 56 qualifications for appointment and eligibility as is provided in subsections 2 and 3 of this section. Appointments to fill vacancies for unexpired terms shall be for the remainder of the unexpired 57 term of the member whom the appointee succeeds, and such appointees shall be eligible for 58 59 appointment to one full four-year term. If the congressional district committee does not submit 60 the required two nominees within the thirty days or if the congressional district committee does not submit the two nominees within an additional thirty days after receiving notice from the 61 62 governor to submit the nominees, then the governor may appoint a person or persons who shall 63 be subject to the same qualifications for appointment and eligibility as provided in subsections 64 2 and 3 of this section.

65 5. The governor, with the advice and consent of the senate, may remove any member 66 only for substantial neglect of duty, inability to discharge the powers and duties of office, gross misconduct or conviction of a felony or a crime involving moral turpitude. Members of the 67 68 commission also may be removed from office by concurrent resolution of the general assembly signed by the governor. If such resolution receives the vote of two-thirds or more of the 69 70 membership of both houses of the general assembly, the signature of the governor shall not be 71 necessary to effect removal. The office of any member of the commission who moves from the 72 congressional district from which the member was appointed shall be deemed vacated upon such change of residence. 73

6. The commission shall elect biennially one of its members as the chairman. The chairman may not succeed himself or herself after two years. No member of the commission shall succeed as chairman any member of the same political party as himself or herself. At least four members are necessary to constitute a quorum, and at least four affirmative votes shall be required for any action or recommendation of the commission.

79 7. No member or employee of the commission, during the person's term of service, shall80 hold or be a candidate for any other public office.

8. In the event that a retired judge is appointed as a member of the commission, the judge 82 shall not serve as a special investigator while serving as a member of the commission.

4

9. No member of the commission shall, during the member's term of service or withinone year thereafter:

85 (1) Be employed by the state or any political subdivision of the state;

86 (2) Be employed as a lobbyist;

87 (3) Serve on any other governmental board or commission;

88 (4) Be an officer of any political party or political organization;

89 (5) Permit the person's name to be used, or make contributions, in support of or in90 opposition to any candidate or proposition;

91 (6) Participate in any way in any election campaign; except that a member or employee 92 of the commission shall retain the right to register and vote in any election, to express the 93 person's opinion privately on political subjects or candidates, to participate in the activities of 94 a civic, community, social, labor or professional organization and to be a member of a political 95 party.

10. Each member of the commission shall receive, as full compensation for the member's
services, the sum of one hundred dollars per day for each full day actually spent on work of the
commission, and the member's actual and necessary expenses incurred in the performance of the
member's official duties.

100 11. The commission shall appoint an executive director who shall serve subject to the 101 supervision of and at the pleasure of the commission, but in no event for more than six years. 102 The executive director shall be responsible for the administrative operations of the commission 103 and perform such other duties as may be delegated or assigned to the director by law or by rule 104 of the commission. The executive director shall employ staff and retain such contract services 105 as the director deems necessary, within the limits authorized by appropriations by the general 106 assembly.

107 12. Beginning on January 1, 1993, all lobbyist registration and expenditure reports filed 108 pursuant to section 105.473, financial interest statements filed pursuant to subdivision (1) of 109 section 105.489, and campaign finance disclosure reports filed other than with election 110 authorities or local election authorities as provided by section 130.026 shall be filed with the 111 commission.

112 13. Within sixty days of the initial meeting of the first commission appointed, the 113 commission shall obtain from the clerk of the supreme court or the state courts administrator a 114 list of retired appellate and circuit court judges who did not leave the judiciary as a result of 115 being defeated in an election. The executive director shall determine those judges who indicate 116 their desire to serve as special investigators and to investigate any and all complaints referred to 117 them by the commission. The executive director shall maintain an updated list of those judges 118 qualified and available for appointment to serve as special investigators. Such list shall be updated at least annually. The commission shall refer complaints to such special investigators on that list on a rotating schedule which ensures a random assignment of each special investigator. Each special investigator shall receive only one unrelated investigation at a time and shall not be assigned to a second or subsequent investigation until all other eligible investigators on the list have been assigned to an investigation. In the event that no special investigator is qualified or available to conduct a particular investigation, the commission may appoint a special investigator to conduct such particular investigation.

14. The commission shall have the following duties and responsibilities relevant to the
impartial and effective enforcement of sections 105.450 to 105.496 and chapter 130, as provided
in sections 105.955 to 105.963:

(1) Receive and review complaints regarding alleged violation of sections 105.450 to
105.496 and chapter 130, conduct initial reviews and investigations regarding such complaints
as provided herein; refer complaints to appropriate prosecuting authorities and appropriate
disciplinary authorities along with recommendations for sanctions; and initiate judicial
proceedings as allowed by sections 105.955 to 105.963;

(2) Review and audit any reports and statements required by the campaign finance
disclosure laws contained in chapter 130, and financial interest disclosure laws or lobbyist
registration and reporting laws as provided by sections 105.470 to 105.492, for timeliness,
accuracy and completeness of content as provided in sections 105.955 to 105.963;

138 (3) Direct independent investigations as described under subsection 2 of section
139 105.959;

(4) Develop appropriate systems to file and maintain an index of all such reports and statements to facilitate public access to such information, except as may be limited by confidentiality requirements otherwise provided by law, including cross-checking of information contained in such statements and reports. The commission may enter into contracts with the appropriate filing officers to effectuate such system. Such filing officers shall cooperate as necessary with the commission as reasonable and necessary to effectuate such purposes;

[(4)] (5) Provide information and assistance to lobbyists, elected and appointed officials,
and employees of the state and political subdivisions in carrying out the provisions of sections
105.450 to 105.496 and chapter 130;

149 [(5)] (6) Make recommendations to the governor and general assembly or any state 150 agency on the need for further legislation with respect to the ethical conduct of public officials 151 and employees and to advise state and local government in the development of local government 152 codes of ethics and methods of disclosing conflicts of interest as the commission may deem 153 appropriate to promote high ethical standards among all elected and appointed officials or 154 employees of the state or any political subdivision thereof and lobbyists;

155 [(6)] (7) Render advisory opinions as provided by this section;

156 [(7)] (8) Promulgate rules relating to the provisions of sections 105.955 to 105.963 and 157 chapter 130. All rules and regulations issued by the commission shall be prospective only in 158 operation;

159 [(8)] (9) Request and receive from the officials and entities identified in subdivision (6)
 160 of section 105.450 designations of decision-making public servants.

161 15. In connection with such powers provided by sections 105.955 to 105.963 and chapter162 130, the commission may:

163 (1) Subpoena witnesses and compel their attendance and testimony. Subpoenas shall be164 served and enforced in the same manner provided by section 536.077;

165

(2) Administer oaths and affirmations;

(3) Take evidence and require by subpoena duces tecum the production of books, papers,
and other records relating to any matter being investigated or to the performance of the
commission's duties or exercise of its powers. Subpoenas duces tecum shall be served and
enforced in the same manner provided by section 536.077;

(4) Employ such personnel, including legal counsel, and contract for services including legal counsel, within the limits of its appropriation, as it deems necessary provided such legal counsel, either employed or contracted, represents the Missouri ethics commission before any state agency or before the courts at the request of the Missouri ethics commission. Nothing in this section shall limit the authority of the Missouri ethics commission as provided for in subsection 2 of section 105.961; and

(5) Obtain information from any department, division or agency of the state or any
political subdivision reasonably calculated to lead to the discovery of evidence which will
reasonably assist the commission in carrying out the duties prescribed in sections 105.955 to
105.963 and chapter 130.

180 16. (1) Upon written request for an advisory opinion received by the commission, and 181 if the commission determines that the person requesting the opinion would be directly affected 182 by the application of law to the facts presented by the requesting person, the commission shall 183 issue a written opinion advising the person who made the request, in response to the person's 184 particular request, regarding any issue that the commission can receive a complaint on pursuant 185 to section 105.957. The commission may decline to issue a written opinion by a vote of four members and shall provide to the requesting person the reason for the refusal in writing. The 186 187 commission shall give an approximate time frame as to when the written opinion shall be issued. 188 Such advisory opinions shall be issued no later than ninety days from the date of receipt by the 189 commission. Such requests and advisory opinions, deleting the name and identity of the 190 requesting person, shall be compiled and published by the commission on at least an annual

191 basis. Advisory opinions issued by the commission shall be maintained and made available for 192 public inspection and copying at the office of the commission during normal business hours. 193 Any advisory opinion or portion of an advisory opinion rendered pursuant to this subsection shall 194 be withdrawn by the commission if, after hearing thereon, the joint committee on administrative rules finds that such advisory opinion is beyond or contrary to the statutory authority of the 195 196 commission or is inconsistent with the legislative intent of any law enacted by the general 197 assembly, and after the general assembly, by concurrent resolution, votes to adopt the findings 198 and conclusions of the joint committee on administrative rules. Any such concurrent resolution 199 adopted by the general assembly shall be published at length by the commission in its publication 200 of advisory opinions of the commission next following the adoption of such resolution, and a 201 copy of such concurrent resolution shall be maintained by the commission, along with the 202 withdrawn advisory opinion, in its public file of advisory opinions. The commission shall also 203 send a copy of such resolution to the person who originally requested the withdrawn advisory 204 opinion. Any advisory opinion issued by the ethics commission shall act as legal direction to any 205 person requesting such opinion and no person shall be liable for relying on the opinion and it 206 shall act as a defense of justification against prosecution. An advisory opinion of the 207 commission shall not be withdrawn unless:

208

(a) The authorizing statute is declared unconstitutional;

209

210

(b) The opinion goes beyond the power authorized by statute; or(c) The authorizing statute is changed to invalidate the opinion.

(2) Upon request, the attorney general shall give the attorney general's opinion, without fee, to the commission, any elected official of the state or any political subdivision, any member of the general assembly, or any director of any department, division or agency of the state, upon any question of law regarding the effect or application of sections 105.450 to 105.496, or chapter 130. Such opinion need be in writing only upon request of such official, member or director, and in any event shall be rendered within sixty days that such request is delivered to the attorney general.

218 17. The state auditor and the state auditor's duly authorized employees who have taken 219 the oath of confidentiality required by section 29.070 may audit the commission and in 220 connection therewith may inspect materials relating to the functions of the commission. Such 221 audit shall include a determination of whether appropriations were spent within the intent of the 222 general assembly, but shall not extend to review of any file or document pertaining to any 223 particular investigation, audit or review by the commission, an investigator or any staff or person 224 employed by the commission or under the supervision of the commission or an investigator. The 225 state auditor and any employee of the state auditor shall not disclose the identity of any person

226 who is or was the subject of an investigation by the commission and whose identity is not public

227 information as provided by law.

18. From time to time but no more frequently than annually the commission may request the officials and entities described in subdivision (6) of section 105.450 to identify for the commission in writing those persons associated with such office or entity which such office or entity has designated as a decision-making public servant. Each office or entity delineated in subdivision (6) of section 105.450 receiving such a request shall identify those so designated within thirty days of the commission's request.

[105.959. 1. The executive director of the commission, under the 2 supervision of the commission, shall review reports and statements filed with the commission or other appropriate officers pursuant to sections 105.470, 105.483 3 4 to 105.492, and chapter 130 for completeness, accuracy and timeliness of filing 5 of the reports or statements and any records relating to the reports or statements, 6 and upon review, if there are reasonable grounds to believe that a violation has 7 occurred, shall conduct an investigation of such reports, statements, and records 8 and assign a special investigator following the provisions of subsection 1 of 9 section 105.961. 10 2. (1) If there are reasonable grounds to believe that a violation has occurred and after the commission unanimously votes to proceed with all six 11 members voting, the executive director shall, without receipt of a complaint, 12 13 conduct an independent investigation of any potential violations of the provisions 14 of: 15 (a) The requirements imposed on lobbyists by sections 105.470 to 16 105.478; (b) The financial interest disclosure requirements contained in sections 17 105.483 to 105.492; 18 (c) The campaign finance disclosure requirements contained in chapter 19 20 130; 21 (d) Any code of conduct promulgated by any department, division, or agency of state government, or by state institutions of higher education, or by 22 executive order; 23 24 (e) The conflict of interest laws contained in sections 105.450 to 105.468 25 and section 171.181; and 26 (f) The provisions of the constitution or state statute or order, ordinance, 27 or resolution of any political subdivision relating to the official conduct of 28 officials or employees of the state and political subdivisions. 29 (2) If an investigation conducted under this subsection fails to establish 30 reasonable grounds to believe that a violation has occurred, the investigation shall be terminated and the person who had been under investigation shall be notified 31 32 of the reasons for the disposition of the complaint. 3. Upon findings of the appropriate filing officer which are reported to 33 34 the commission in accordance with the provisions of section 130.056, the

- executive director shall investigate disclosure reports, statements and records
   pertaining to such findings within a reasonable time after receipt of the reports
   from the appropriate filing officer.
- 38 4. The commission may make such investigations and inspections within
   39 or outside of this state as are necessary to determine compliance.
- 5. The commission shall notify the person under investigation under this
   section, by registered mail, within five days of the decision to conduct such
   investigation and assign a special investigator following the provisions of
   subsection 1 of section 105.961.

6. After completion of an investigation, the executive director shall 44 provide a detailed report of such investigation to the commission. Upon 45 determination that there are reasonable grounds to believe that a person has 46 violated the requirements of sections 105.470, 105.483 to 105.492, or chapter 47 48 130, by a vote of four members of the commission, the commission may refer the report with the recommendations of the commission to the appropriate 49 50 prosecuting authority together with the details of the investigation by the 51 commission as is provided in subsection 2 of section 105.961.

7. All investigations by the executive director of an alleged violation
 shall be strictly confidential with the exception of notification of the commission
 and the complainant and the person under investigation. Revealing any such
 confidential investigation information shall be cause for removal or dismissal of
 the executive director or a commission member or employee.]

50 57

105.959. 1. The executive director of the commission, under the supervision of the commission, shall review reports and statements filed with the commission or other appropriate 2 3 officers pursuant to sections 105.470, 105.483 to 105.492, and chapter 130 for completeness, accuracy and timeliness of filing of the reports or statements, and upon review, if there are 4 reasonable grounds to believe that a violation has occurred, shall conduct an audit of such reports 5 6 and statements. All investigations by the executive director of an alleged violation shall be strictly confidential with the exception of notification of the commission and the complainant 7 or the person under investigation. All investigations by the executive director shall be limited 8 to the information contained in the reports or statements. The commission shall notify the 9 complainant or the person under investigation, by registered mail, within five days of the 10 decision to conduct such investigation. Revealing any such confidential investigation 11 information shall be cause for removal or dismissal of the executive director or a commission 12 13 member or employee.

14 2. (1) If there are reasonable grounds to believe that a violation has occurred and 15 after the commission unanimously votes to proceed with all six members voting, the 16 executive director shall, without receipt of a complaint, conduct an independent 17 investigation of any potential violations of the provisions of:

18 (a) The requirements imposed on lobbyists by sections 105.470 to 105.478;

(b) The financial interest disclosure requirements contained in sections 105.483 to
 20 105.492;

21

(c) The campaign finance disclosure requirements contained in chapter 130;

(d) Any code of conduct promulgated by any department, division, or agency of
 state government, by state institutions of higher education, or by executive order;

(e) The conflict of interest laws contained in sections 105.450 to 105.467 and section
 171.181;

(f) The constitution or state statute relating to the official conduct of officials or
 employees of the state;

(g) Any order, ordinance, or resolution of any political subdivision relating to the
 official conduct of officials or employees of the political subdivision; and

30 (h) The requirements under article VIII, section 23 of the Constitution of Missouri.

31 (2) If an investigation conducted under this subsection fails to establish reasonable 32 grounds to believe that a violation has occurred, the investigation shall be terminated and 33 the person who had been under investigation shall be notified of the reasons for the 34 disposition of the investigation.

35 **3.** Upon findings of the appropriate filing officer which are reported to the commission 36 in accordance with the provisions of section 130.056, the executive director shall audit disclosure 37 reports, statements and records pertaining to such findings within a reasonable time after receipt 38 of the reports from the appropriate filing officer.

39 [3.] 4. Upon a sworn written complaint of any natural person filed with the commission
40 pursuant to section 105.957, the commission shall audit and investigate alleged violations.

Within sixty days after receipt of a sworn written complaint alleging a violation, the executive director shall notify the complainant in writing of the action, if any, the executive director has taken and plans to take on the complaint. If an investigation conducted pursuant to this subsection fails to establish reasonable grounds to believe that a violation has occurred, the investigation shall be terminated and the complainant and the person who had been under investigation shall be notified of the reasons for the disposition of the complaint.

47 [4.] 5. The commission may make such investigations and inspections within or outside
48 of this state as are necessary to determine compliance.

49 [5.] 6. If, during an audit or investigation, the commission determines that a formal 50 investigation is necessary, the commission shall assign the investigation to a special investigator 51 in the manner provided by subsection 1 of section 105.961.

52 [6.] 7. After completion of an audit or investigation, the executive director shall provide 53 a detailed report of such audit or investigation to the commission. Upon determination that there

are reasonable grounds to believe that a person has violated the requirements of sections 105.470, 105.483 to 105.492, or chapter 130, by a vote of four members of the commission, the commission may refer the report with the recommendations of the commission to the appropriate prosecuting authority together with a copy of the audit and the details of the investigation by the commission as is provided in subsection 2 of section 105.961.

[105.961. 1. Upon receipt of a complaint as described by section 105.957 2 or upon notification by the commission of an investigation under subsection 5 of 3 section 105.959, the commission shall assign the complaint or investigation to 4 a special investigator, who may be a commission employee, who shall investigate 5 and determine the merits of the complaint or investigation. Within ten days of 6 such assignment, the special investigator shall review such complaint and 7 disclose, in writing, to the commission any conflict of interest which the special 8 investigator has or might have with respect to the investigation and subject 9 thereof. Within ninety days of receipt of the complaint from the commission, the 10 special investigator shall submit the special investigator's report to the commission. The commission, after review of such report, shall determine: 11

(1) That there is reasonable grounds for belief that a violation has
 occurred; or

(2) That there are no reasonable grounds for belief that a violation exists
 and the complaint or investigation shall be dismissed; or

(3) That additional time is necessary to complete the investigation, and
 the status and progress of the investigation to date. The commission, in its
 discretion, may allow the investigation to proceed for no more than two
 additional successive periods of ninety days each, pending reports regarding the
 status and progress of the investigation at the end of each such period.

21 2. When the commission concludes, based on the report from the special 22 investigator, or based on an investigation conducted pursuant to section 105.959, that there are reasonable grounds to believe that a violation of any criminal law 23 has occurred, and if the commission believes that criminal prosecution would be 24 appropriate upon a vote of four members of the commission, the commission 25 26 shall refer the report to the Missouri office of prosecution services, prosecutors coordinators training council established in section 56.760, which shall submit 27 28 a panel of five attorneys for recommendation to the court having criminal jurisdiction, for appointment of an attorney to serve as a special prosecutor; 29 30 except that, the attorney general of Missouri or any assistant attorney general 31 shall not act as such special prosecutor. The court shall then appoint from such 32 panel a special prosecutor pursuant to section 56.110 who shall have all the 33 powers provided by section 56.130. The court shall allow a reasonable and 34 necessary attorney's fee for the services of the special prosecutor. Such fee shall 35 be assessed as costs if a case is filed, or ordered by the court if no case is filed, and paid together with all other costs in the proceeding by the state, in accordance 36 with rules and regulations promulgated by the state courts administrator, subject 37

38 to funds appropriated to the office of administration for such purposes. If the 39 commission does not have sufficient funds to pay a special prosecutor, the 40 commission shall refer the case to the prosecutor or prosecutors having criminal jurisdiction. If the prosecutor having criminal jurisdiction is not able to prosecute 41 42 the case due to a conflict of interest, the court may appoint a special prosecutor, 43 paid from county funds, upon appropriation by the county or the attorney general to investigate and, if appropriate, prosecute the case. The special prosecutor or 44 45 prosecutor shall commence an action based on the report by the filing of an information or seeking an indictment within sixty days of the date of such 46 prosecutor's appointment, or shall file a written statement with the commission 47 48 explaining why criminal charges should not be sought. If the special prosecutor or prosecutor fails to take either action required by this subsection, upon request 49 of the commission, a new special prosecutor, who may be the attorney general, 50 51 shall be appointed. The report may also be referred to the appropriate 52 disciplinary authority over the person who is the subject of the report.

3. When the commission concludes, based on the report from the special 53 54 investigator or based on an investigation conducted pursuant to section 105.959, 55 that there are reasonable grounds to believe that a violation of any law has 56 occurred which is not a violation of criminal law or that criminal prosecution is not appropriate, the commission shall conduct a hearing which shall be a closed 57 meeting and not open to the public. The hearing shall be conducted pursuant to 58 59 the procedures provided by sections 536.063 to 536.090 and shall be considered 60 to be a contested case for purposes of such sections. The commission shall determine, in its discretion, whether or not that there is probable cause that a 61 62 violation has occurred. If the commission determines, by a vote of at least four members of the commission, that probable cause exists that a violation has 63 64 occurred, the commission may refer its findings and conclusions to the 65 appropriate disciplinary authority over the person who is the subject of the report, as described in subsection 8 of this section. 66

67
 4. If the appropriate disciplinary authority receiving a report from the
 68
 69
 69
 69
 69
 61
 64
 65
 66
 67
 68
 69
 69
 69
 69
 69
 69
 69
 60
 60
 61
 61
 62
 63
 64
 64
 65
 65
 66
 67
 68
 69
 69
 69
 69
 69
 69
 69
 60
 60
 60
 60
 60
 61
 61
 62
 63
 64
 64
 64
 64
 64
 64
 64
 65
 66
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67
 67

(1) Notify the person to cease and desist violation of any provision of law
 which the report concludes was violated and that the commission may seek
 judicial enforcement of its decision pursuant to subsection 5 of this section;
 (2) Notify the person of the requirement to file, amend or correct any
 report, statement, or other document or information required by sections 105.473,
 105.483 to 105.492, or chapter 130 and that the commission may seek judicial
 enforcement of its decision pursuant to subsection 5 of this section; and

12

81	(3) File the report with the executive director to be maintained as a public
82	document; or
83	(4) Issue a letter of concern or letter of reprimand to the person, which
84	would be maintained as a public document; or
85	(5) Issue a letter that no further action shall be taken, which would be
86	maintained as a public document; or
87	(6) Through reconciliation agreements or action of the commission, the
88	power to seek fees for violations in an amount not greater than one thousand
89	dollars or double the amount involved in the violation.
90	5. Upon vote of at least four members, the commission may initiate
91	formal judicial proceedings in the circuit court of Cole County seeking to obtain
92	any of the following orders:
93	(1) Cease and desist violation of any provision of sections 105.450 to
94	105.496, or chapter 130, or sections 105.955 to 105.963;
95	(2) Pay any civil penalties required by sections 105.450 to 105.496 or
96	<del>chapter 130;</del>
97	(3) File any reports, statements, or other documents or information
98	required by sections 105.450 to 105.496, or chapter 130; or
99	(4) Pay restitution for any unjust enrichment the violator obtained as a
100	result of any violation of any criminal statute as described in subsection 7 of this
101	section.
102	6. After the commission determines by a vote of at least four members
103	of the commission that a violation has occurred, other than a referral for criminal
104	prosecution, and the commission has referred the findings and conclusions to the
105	appropriate disciplinary authority over the person who is the subject of the report,
106	or has taken an action under subsection 4 of this section, the subject of the report
107	may appeal the determination of the commission to the circuit court of Cole
108	County. The court shall conduct a de novo review of the determination of the
109	commission. Such appeal shall stay the action of the Missouri ethics
110	commission. Such appeal shall be filed not later than the fourteenth day after the
111	subject of the commission's action receives actual notice of the commission's
112	action. If a petition for judicial review of a final order is not filed as provided in
113	this section or when an order for fees under subsection 4 of this section becomes
114	final following an appeal to the circuit court of Cole County, the commission
115	may file a certified copy of the final order with the circuit court of Cole County.
116	When any order for fees under subsection 4 of this section becomes final, the
117	commission may file a certified copy of the final order with the circuit court of
118	Cole County. The order so filed shall have the same effect as a judgment of the
119	court and may be recorded, enforced, or satisfied in the same manner as a indoment of the court.
120 121	judgment of the court.
121	7. In the proceeding in the circuit court of Cole County, the commission
122	may seek restitution against any person who has obtained unjust enrichment as a result of violation of any provision of sections 105.450 to 105.496, or chapter
123	a result of violation of any provision of sections 105.450 to 105.490, of chapter

124 130 and may recover on behalf of the state or political subdivision with which the 125 alleged violator is associated, damages in the amount of any unjust enrichment 126 obtained and costs and attorney's fees as ordered by the court. 8. The appropriate disciplinary authority to whom a report shall be sent 127 pursuant to subsection 2 or 3 of this section shall include, but not be limited to, 128 129 the following: 130 (1) In the case of a member of the general assembly, the ethics committee of the house of which the subject of the report is a member; 131 (2) In the case of a person holding an elective office or an appointive 132 133 office of the state, if the alleged violation is an impeachable offense, the report 134 shall be referred to the ethics committee of the house of representatives; (3) In the case of a person holding an elective office of a political 135 subdivision, the report shall be referred to the governing body of the political 136 137 subdivision; 138 (4) In the case of any officer or employee of the state or of a political 139 subdivision, the report shall be referred to the person who has immediate supervisory authority over the employment by the state or by the political 140 subdivision of the subject of the report; 141 (5) In the case of a judge of a court of law, the report shall be referred to 142 the commission on retirement, removal and discipline, or if the inquiry involves 143 an employee of the judiciary to the applicable presiding judge; 144 145 (6) In the case of a person holding an appointive office of the state, if the alleged violation is not an impeachable offense, the report shall be referred to the 146 147 governor; 148 (7) In the case of a statewide elected official, the report shall be referred to the attorney general; 149 (8) In a case involving the attorney general, the report shall be referred 150 151 to the prosecuting attorney of Cole County. 152 9. The special investigator having a complaint referred to the special investigator by the commission shall have the following powers: 153 154 (1) To request and shall be given access to information in the possession 155 of any person or agency which the special investigator deems necessary for the 156 discharge of the special investigator's responsibilities; (2) To examine the records and documents of any person or agency, 157 unless such examination would violate state or federal law providing for 158 159 confidentiality; 160 (3) To administer oaths and affirmations; (4) Upon refusal by any person to comply with a request for information 161 relevant to an investigation, an investigator may issue a subpoena for any person 162 to appear and give testimony, or for a subpoena duces tecum to produce 163 164 documentary or other evidence which the investigator deems relevant to a matter 165 under the investigator's inquiry. The subpoenas and subpoenas duces tecum may be enforced by applying to a judge of the circuit court of Cole County or any 166

167 county where the person or entity that has been subpoenaed resides or may be 168 found, for an order to show cause why the subpoena or subpoena duces tecum should not be enforced. The order and a copy of the application therefor shall be 169 170 served in the same manner as a summons in a civil action, and if, after hearing, the court determines that the subpoena or subpoena duces tecum should be 171 sustained and enforced, the court shall enforce the subpoena or subpoena duces 172 tecum in the same manner as if it had been issued by the court in a civil action; 173 174 and

(5) To request from the commission such investigative, clerical or other
 staff assistance or advancement of other expenses which are necessary and
 convenient for the proper completion of an investigation. Within the limits of
 appropriations to the commission, the commission may provide such assistance,
 whether by contract to obtain such assistance or from staff employed by the
 commission, or may advance such expenses.

18110. (1) Any retired judge may request in writing to have the judge's name182removed from the list of special investigators subject to appointment by the183commission or may request to disqualify himself or herself from any184investigation. Such request shall include the reasons for seeking removal;

(2) By vote of four members of the commission, the commission may
 disqualify a judge from a particular investigation or may permanently remove the
 name of any retired judge from the list of special investigators subject to
 appointment by the commission.

189 11. Any person who is the subject of any investigation pursuant to this
 190 section shall be entitled to be represented by counsel at any proceeding before the
 191 special investigator or the commission.

19212. The provisions of sections 105.957, 105.959 and 105.961 are in193addition to other provisions of law under which any remedy or right of appeal or194objection is provided for any person, or any procedure provided for inquiry or195investigation concerning any matter. The provisions of this section shall not be196construed to limit or affect any other remedy or right of appeal or objection.

197 13. No person shall be required to make or file a complaint to the
 198 commission as a prerequisite for exhausting the person's administrative remedies
 199 before pursuing any civil cause of action allowed by law.

14. If, in the opinion of the commission, the complaining party was
 motivated by malice or reason contrary to the spirit of any law on which such
 complaint was based, in filing the complaint without just cause, this finding shall
 be reported to appropriate law enforcement authorities. Any person who
 knowingly files a complaint without just cause, or with malice, is guilty of a class
 A misdemeanor.

206 15. A respondent party who prevails in a formal judicial action brought
 207 by the commission shall be awarded those reasonable fees and expenses incurred
 208 by that party in the formal judicial action, unless the court finds that the position

209 of the commission was substantially justified or that special circumstances make
 210 such an award unjust.

16. The special investigator and members and staff of the commission
 shall maintain confidentiality with respect to all matters concerning a complaint,
 with the exception of communications with any person which are necessary to the
 investigation. Any person who violates the confidentiality requirements imposed
 by this section or subsection 17 of section 105.955 required to be confidential is
 guilty of a class A misdemeanor and shall be subject to removal from or
 termination of employment by the commission.

218 17. Any judge of the court of appeals or circuit court who ceases to hold 219 such office by reason of the judge's retirement and who serves as a special investigator pursuant to this section shall receive annual compensation, salary or 220 221 retirement for such services at the rates of compensation provided for senior 222 judges by subsections 1, 2 and 4 of section 476.682. Such retired judges shall by 223 the tenth day of each month following any month in which the judge provided 224 services pursuant to this section certify to the commission and to the state courts 225 administrator the amount of time engaged in such services by hour or fraction thereof, the dates thereof, and the expenses incurred and allowable pursuant to 226 227 this section. The commission shall then issue a warrant to the state treasurer for 228 the payment of the salary and expenses to the extent, and within limitations, provided for in this section. The state treasurer upon receipt of such warrant shall 229 230 pay the same out of any appropriations made for this purpose on the last day of 231 the month during which the warrant was received by the state treasurer.] 232

105.961. 1. Upon receipt of a complaint as described by section 105.957, the commission shall assign the complaint to a special investigator, who may be a commission 2 employee, who shall investigate and determine the merits of the complaint. Within ten days of 3 such assignment, the special investigator shall review such complaint and disclose, in writing, 4 to the commission any conflict of interest which the special investigator has or might have with 5 respect to the investigation and subject thereof. Within one hundred twenty days of receipt of 6 the complaint from the commission, the special investigator shall submit the special 7 investigator's report to the commission. The commission, after review of such report, shall 8 9 determine:

10

(1) That there is reasonable grounds for belief that a violation has occurred; or

11 (2) That there are no reasonable grounds for belief that a violation exists and the 12 complaint should be dismissed; or

(3) That additional time is necessary to complete the investigation, and the status and
 progress of the investigation to date. The commission, in its discretion, may allow the
 investigation to proceed for additional successive periods of one hundred twenty days each,

pending reports regarding the status and progress of the investigation at the end of each suchperiod.

18 2. When the commission concludes, based on the report from the special investigator, 19 or based on an audit or investigation conducted pursuant to section 105.959, that there are 20 reasonable grounds to believe that a violation of any criminal law has occurred, and if the 21 commission believes that criminal prosecution would be appropriate upon a vote of four 22 members of the commission, the commission shall refer the report to the Missouri office of 23 prosecution services, prosecutors coordinators training council established in section 56.760, 24 which shall submit a panel of five attorneys for recommendation to the court having criminal 25 jurisdiction, for appointment of an attorney to serve as a special prosecutor; except that, the 26 attorney general of Missouri or any assistant attorney general shall not act as such special 27 prosecutor. The court shall then appoint from such panel a special prosecutor pursuant to section 28 56.110 who shall have all the powers provided by section 56.130. The court shall allow a 29 reasonable and necessary attorney's fee for the services of the special prosecutor. Such fee shall 30 be assessed as costs if a case is filed, or ordered by the court if no case is filed, and paid together 31 with all other costs in the proceeding by the state, in accordance with rules and regulations 32 promulgated by the state courts administrator, subject to funds appropriated to the office of 33 administration for such purposes. If the commission does not have sufficient funds to pay a 34 special prosecutor, the commission shall refer the case to the prosecutor or prosecutors having 35 criminal jurisdiction. If the prosecutor having criminal jurisdiction is not able to prosecute the case due to a conflict of interest, the court may appoint a special prosecutor, paid from county 36 37 funds, upon appropriation by the county or the attorney general to investigate and, if appropriate, 38 prosecute the case. The special prosecutor or prosecutor shall commence an action based on the 39 report by the filing of an information or seeking an indictment within sixty days of the date of 40 such prosecutor's appointment, or shall file a written statement with the commission explaining 41 why criminal charges should not be sought. If the special prosecutor or prosecutor fails to take 42 either action required by this subsection, upon request of the commission, a new special prosecutor, who may be the attorney general, shall be appointed. The report may also be referred 43 44 to the appropriate disciplinary authority over the person who is the subject of the report.

3. When the commission concludes, based on the report from the special investigator or based on an audit **or investigation** conducted pursuant to section 105.959, that there are reasonable grounds to believe that a violation of any law has occurred which is not a violation of criminal law or that criminal prosecution is not appropriate, the commission shall conduct a hearing which shall be a closed meeting and not open to the public. The hearing shall be conducted pursuant to the procedures provided by sections 536.063 to 536.090 and shall be considered to be a contested case for purposes of such sections. The commission shall

52 determine, in its discretion, whether or not that there is probable cause that a violation has 53 occurred. If the commission determines, by a vote of at least four members of the commission, 54 that probable cause exists that a violation has occurred, the commission may refer its findings 55 and conclusions to the appropriate disciplinary authority over the person who is the subject of the report, as described in subsection 7 of this section. After the commission determines by a 56 57 vote of at least four members of the commission that probable cause exists that a violation has occurred, and the commission has referred the findings and conclusions to the appropriate 58 59 disciplinary authority over the person subject of the report, the subject of the report may appeal 60 the determination of the commission to the administrative hearing commission. Such appeal shall stay the action of the Missouri ethics commission. Such appeal shall be filed not later than 61 62 the fourteenth day after the subject of the commission's action receives actual notice of the 63 commission's action.

64 4. If the appropriate disciplinary authority receiving a report from the commission pursuant to subsection 3 of this section fails to follow, within sixty days of the receipt of the 65 report, the recommendations contained in the report, or if the commission determines, by a vote 66 67 of at least four members of the commission that some action other than referral for criminal prosecution or for action by the appropriate disciplinary authority would be appropriate, the 68 69 commission shall take any one or more of the following actions:

70 (1) Notify the person to cease and desist violation of any provision of law which the 71 report concludes was violated and that the commission may seek judicial enforcement of its 72 decision pursuant to subsection 5 of this section;

73 (2) Notify the person of the requirement to file, amend or correct any report, statement, or other document or information required by sections 105.473, 105.483 to 105.492, or chapter 74 75 130 and that the commission may seek judicial enforcement of its decision pursuant to subsection 5 of this section; and 76

77

(3) File the report with the executive director to be maintained as a public document; or 78 (4) Issue a letter of concern or letter of reprimand to the person, which would be 79 maintained as a public document; or

80 (5) Issue a letter that no further action shall be taken, which would be maintained as a public document; or 81

82 (6) Through reconciliation agreements or civil action, the power to seek fees for 83 violations in an amount not greater than one thousand dollars or double the amount involved in 84 the violation.

85 5. Upon vote of at least four members, the commission may initiate formal judicial 86 proceedings seeking to obtain any of the following orders:

87 (1) Cease and desist violation of any provision of sections 105.450 to 105.496, or chapter
88 130, or sections 105.955 to 105.963;

89 (2) Pay any civil penalties required by sections 105.450 to 105.496 or chapter 130;

90 (3) File any reports, statements, or other documents or information required by sections

91 105.450 to 105.496, or chapter 130; or

92 (4) Pay restitution for any unjust enrichment the violator obtained as a result of any93 violation of any criminal statute as described in subsection 6 of this section.

94

95 The Missouri ethics commission shall give actual notice to the subject of the complaint of the 96 proposed action as set out in this section. The subject of the complaint may appeal the action 97 of the Missouri ethics commission, other than a referral for criminal prosecution, to the 98 administrative hearing commission. Such appeal shall stay the action of the Missouri ethics 99 commission. Such appeal shall be filed no later than fourteen days after the subject of the 100 commission's actions receives actual notice of the commission's actions.

6. In the proceeding in circuit court, the commission may seek restitution against any person who has obtained unjust enrichment as a result of violation of any provision of sections 103 105.450 to 105.496, or chapter 130 and may recover on behalf of the state or political subdivision with which the alleged violator is associated, damages in the amount of any unjust enrichment obtained and costs and attorney's fees as ordered by the court.

106 7. The appropriate disciplinary authority to whom a report shall be sent pursuant to 107 subsection 2 or 3 of this section shall include, but not be limited to, the following:

108 (1) In the case of a member of the general assembly, the ethics committee of the house109 of which the subject of the report is a member;

(2) In the case of a person holding an elective office or an appointive office of the state,
if the alleged violation is an impeachable offense, the report shall be referred to the ethics
committee of the house of representatives;

(3) In the case of a person holding an elective office of a political subdivision, the reportshall be referred to the governing body of the political subdivision;

(4) In the case of any officer or employee of the state or of a political subdivision, the report shall be referred to the person who has immediate supervisory authority over the employment by the state or by the political subdivision of the subject of the report;

(5) In the case of a judge of a court of law, the report shall be referred to the commission
on retirement, removal and discipline, or if the inquiry involves an employee of the judiciary to
the applicable presiding judge;

121 (6) In the case of a person holding an appointive office of the state, if the alleged 122 violation is not an impeachable offense, the report shall be referred to the governor;

123 (7) In the case of a statewide elected official, the report shall be referred to the attorney124 general;

(8) In a case involving the attorney general, the report shall be referred to the prosecutingattorney of Cole County.

8. The special investigator having a complaint referred to the special investigator by thecommission shall have the following powers:

(1) To request and shall be given access to information in the possession of any person
or agency which the special investigator deems necessary for the discharge of the special
investigator's responsibilities;

132 (2) To examine the records and documents of any person or agency, unless such133 examination would violate state or federal law providing for confidentiality;

134

(3) To administer oaths and affirmations;

135 (4) Upon refusal by any person to comply with a request for information relevant to an 136 investigation, an investigator may issue a subpoena for any person to appear and give testimony, 137 or for a subpoena duces tecum to produce documentary or other evidence which the investigator 138 deems relevant to a matter under the investigator's inquiry. The subpoenas and subpoenas duces 139 tecum may be enforced by applying to a judge of the circuit court of Cole County or any county 140 where the person or entity that has been subpoenaed resides or may be found, for an order to 141 show cause why the subpoena or subpoena duces tecum should not be enforced. The order and 142 a copy of the application therefor shall be served in the same manner as a summons in a civil 143 action, and if, after hearing, the court determines that the subpoena or subpoena duces tecum 144 should be sustained and enforced, the court shall enforce the subpoena or subpoena duces tecum in the same manner as if it had been issued by the court in a civil action; and 145

146 (5) To request from the commission such investigative, clerical or other staff assistance 147 or advancement of other expenses which are necessary and convenient for the proper completion 148 of an investigation. Within the limits of appropriations to the commission, the commission may 149 provide such assistance, whether by contract to obtain such assistance or from staff employed 150 by the commission, or may advance such expenses.

9. (1) Any retired judge may request in writing to have the judge's name removed from the list of special investigators subject to appointment by the commission or may request to disqualify himself or herself from any investigation. Such request shall include the reasons for seeking removal;

(2) By vote of four members of the commission, the commission may disqualify a judge
from a particular investigation or may permanently remove the name of any retired judge from
the list of special investigators subject to appointment by the commission.

158 10. Any person who is the subject of any investigation pursuant to this section shall be 159 entitled to be represented by counsel at any proceeding before the special investigator or the 160 commission.

161 11. The provisions of sections 105.957, 105.959 and 105.961 are in addition to other 162 provisions of law under which any remedy or right of appeal or objection is provided for any 163 person, or any procedure provided for inquiry or investigation concerning any matter. The 164 provisions of this section shall not be construed to limit or affect any other remedy or right of 165 appeal or objection.

166 12. No person shall be required to make or file a complaint to the commission as a
167 prerequisite for exhausting the person's administrative remedies before pursuing any civil cause
168 of action allowed by law.

169 13. If, in the opinion of the commission, the complaining party was motivated by malice 170 or reason contrary to the spirit of any law on which such complaint was based, in filing the 171 complaint without just cause, this finding shall be reported to appropriate law enforcement 172 authorities. Any person who knowingly files a complaint without just cause, or with malice, is 173 guilty of a class A misdemeanor.

174 14. A respondent party who prevails in a formal judicial action brought by the 175 commission shall be awarded those reasonable fees and expenses incurred by that party in the 176 formal judicial action, unless the court finds that the position of the commission was 177 substantially justified or that special circumstances make such an award unjust.

178 15. The special investigator and members and staff of the commission shall maintain 179 confidentiality with respect to all matters concerning a complaint until and if a report is filed 180 with the commission, with the exception of communications with any person which are 181 necessary to the investigation. The report filed with the commission resulting from a complaint 182 acted upon under the provisions of this section shall not contain the name of the complainant or 183 other person providing information to the investigator, if so requested in writing by the 184 complainant or such other person. Any person who violates the confidentiality requirements imposed by this section or subsection 17 of section 105.955 [required to be confidential] is guilty 185 186 of a class A misdemeanor and shall be subject to removal from or termination of employment 187 by the commission.

188 16. Any judge of the court of appeals or circuit court who ceases to hold such office by 189 reason of the judge's retirement and who serves as a special investigator pursuant to this section 190 shall receive annual compensation, salary or retirement for such services at the rates of 191 compensation provided for senior judges by subsections 1, 2 and 4 of section 476.682. Such 192 retired judges shall by the tenth day of each month following any month in which the judge 193 provided services pursuant to this section certify to the commission and to the state courts

- administrator the amount of time engaged in such services by hour or fraction thereof, the dates 194
- 195 thereof, and the expenses incurred and allowable pursuant to this section. The commission shall
- then issue a warrant to the state treasurer for the payment of the salary and expenses to the extent, 196
- 197 and within limitations, provided for in this section. The state treasurer upon receipt of such
- 198 warrant shall pay the same out of any appropriations made for this purpose on the last day of the 199
  - month during which the warrant was received by the state treasurer.